

Desk

# **THE JOURNAL OF EDUCATIONAL SOCIOLOGY**

PERIODICAL  
READING ROOM

## **EDUCATION FOR SAFE LIVING**

**HERBERT STACK, *Issue Editor***

Are We Winning the Battle Against Accidents?	
	<i>by Ned H. Dearborn</i> 195
The Moral Challenge of the Safety Movement	
	<i>by Paul A. McGhee</i> 198
The Social Costs of Accidents	<i>by Walter A. Cutter</i> 205
Leadership in Community Safety Activities	
	<i>by Lee E. Skeel</i> 211
Foundations in the Elementary School	
	<i>by Samuel P. Messer</i> 218
A Program for the High School	<i>by Forrest E. Long</i> 223
Driver Education in Dallas	<i>by Don Matthews</i> 227
Training for Leadership in Traffic Safety	
in College and University	<i>by Norman Damon</i> 230
Interpreting Safety Education to the Public	
	<i>by M. R. Trabue</i> 235
Recommendations for Teacher Education Institutions	240
Appraising Safety Programs in the Community	
	<i>by Herbert J. Stack</i> 243
National Safety Conferences	248
National Safety Awards Contests	249
<i>Bibliography</i>	250
	<i>Editorial</i> 193

**DECEMBER 1951**

# THE JOURNAL OF EDUCATIONAL SOCIOLOGY

PUBLISHED BY

THE PAYNE EDUCATIONAL SOCIOLOGY FOUNDATION, INCORPORATED

157 WEST 13TH ST., NEW YORK 11, N.Y.

## *Editorial Staff*

E. GEORGE PAYNE, *Editor-in-Chief* JOHN C. PAYNE, *Asst. Managing Editor*

ABRAHAM I. KATSH, *Asst. Managing Editor*

DAN W. DODSON, *Managing Editor* EVELYN F. DODSON, *Business Manager*

BETTY GRAYSON, *Assistant Editor in Charge of Promotion*

HARVEY W. ZORBAUGH, FREDERIC M. THRASHER, STEPHEN G. RICH,

I. DAVID SATLOW, STEPHEN J. WRIGHT, ESTHER HILTON, ETHEL ALPENFELS,

*Associate Editors.*

## *Permanent Department*

Book Reviews

THE PAYNE EDUCATIONAL SOCIOLOGY FOUNDATION, INCORPORATED

## *Board of Trustees*

E. GEORGE PAYNE, *President*

MAURICE MOFFATT

HERBERT D. HARPER, *Vice-President*

STEPHEN G. RICH

HENRY W. MEISSNER, *Secretary*

WILLIAM ROSENGARTEN, SR.

I. DAVID SATLOW, *Treasurer*

W. CLINTON STUART

DAN W. DODSON, *Managing Trustee*

THE JOURNAL OF EDUCATIONAL SOCIOLOGY is published by The Payne Educational Sociology Foundation, Inc., monthly from September to May, inclusive. Publication and business office, 157 West 13th St., New York 11, N. Y. The subscription price is \$3.00 per year; foreign rates, Canadian and South American, \$3.25, all others, \$3.40; the price of single copies is 35 cents each. Orders for less than half a year will be charged at the single-copy rate.

Entered as second-class matter September 27, 1934, at the Post Office at New York, N.Y., under the Act of March 3, 1879. Additional entry at the Post Office at Manchester, N. H., authorized January 16, 1950.

THE JOURNAL OF EDUCATIONAL SOCIOLOGY is indexed in *Educational Index*, *Public Affairs Information Service*, and *Business Education Index*.

The publishers of THE JOURNAL OF EDUCATIONAL SOCIOLOGY are not responsible for the views held by its contributors.

PRINTED IN U.S.A.



E

v

m

g

ti

so

al

co

on

th

S

to

m

g

co

lo

co

C

ci

re

th

Ju

ga

c



# THE JOURNAL OF EDUCATIONAL SOCIOLOGY

*A Magazine of Theory and Practice*

---

Vol. 25

December 1951

No. 4

---

## EDITORIAL

One of the most gratifying features of the safety movement is the way it has been taken over by so many social groups and agencies. The movement has become truly national, extending into industry and commerce, home and school, our streets and highways, recreation, and in fact to all other life activities. It is a curious fact that one national committee is made up of representatives of some 85 national organizations, actually having a membership totalling more than the entire population of our country.

This Safety Issue of the JOURNAL OF EDUCATIONAL SOCIOLOGY, the first since 1946, has therefore been planned to present a brief picture of the organization of the safety movement in the United States, a movement that is steadily growing in importance, especially in these days when the conservation of manpower and the reduction of property losses are so essential in the national emergency. No one could read Dr. Cutter's article on "Society's Accident Costs" and fail to be impressed by the magnitude of the accident problem and its effects upon society; and no one who reads Dean McGhee's article could help being inspired by the social and moral challenge of the safety movement.

Each article deals with important parts of the program: Judge Skeel discusses how one great American city has organized its community safety activities; articles by Forrest

Copyright 1951, by The Payne Educational Sociology Foundation, Inc.

Long, Don Mathews and Samuel Messer deal with the basic safety programs of the elementary and secondary schools; Norman Damon describes the needs for leadership training by colleges and universities; and Dean Trabue shows methods of interpreting the safety education program to the public.

There is a general feeling among leaders in the movement that far more can be done in the fields of research and training by both teachers colleges and other institutions of higher learning. There are many unsolved problems that need the help of psychologists and sociologists and other research workers.

We still have a long way to reach the point, to paraphrase the words of Louis Pasteur, "where preventable accidents will disappear from the earth." But as Ned Dearborn, President of the National Safety Council, points out, there are many signs of progress and there are many indications that accidents can be reduced. In spite of the increasing dangers on our streets and highways, in play and recreation, in our homes and in public places, it has been clearly demonstrated that well organized programs will reduce accidents.

The safety movement has come a long way from the early days of E. George Payne and Albert W. Whitney, pioneers in the movement; but our civilization has become so complex, with increasing rather than decreasing hazards, that it will take the combined efforts of all groups, from the smallest school to the largest industry, to win the war against preventable accidents.

## ARE WE WINNING THE BATTLE AGAINST ACCIDENTS?

Ned H. Dearborn

The answer is "yes." But it needs explanation and comment. To answer affirmatively requires an unusual degree of detachment in the face of facts.

An average of one accidental death every six minutes, one injury every four seconds, and an annual cost of \$50 per capita of our population . . . holiday weekend accident tolls one-third more than the average tolls of normal weekends . . . low standards in driver licensing practices . . . ditto in law enforcement, highway engineering and construction . . . a horrible record of home and farm accidents . . . schools still lagging in child safety and in safety education generally. These and similar facts fall considerably short of an overwhelming victory in accident prevention.

In support of the affirmative answer are some encouraging facts. The following table shows accidental death rates, per 100,000 population for the years 1908-12 and 1950.

<i>Age Group</i>	<i>1908-12 Rate</i>	<i>1950 Rate</i>	<i>Change</i>
0 to 4 years	95.0	49.0	-48%
5 to 14 years	39.1	22.4	-43%
15 to 24 years	61.6	56.7	- 8%
25 to 44 years	79.7	46.7	-41%
45 to 64 years	101.5	60.8	-40%
65 years and over	268.9	198.8	-15%
All Ages	83.1	59.5	-25%

Progress in the prevention of motor-vehicle accidents cannot be measured by population death rates because growth in the use of motor vehicles has been much more rapid than growth of the population. However, death rates based on motor-vehicle use—deaths per 100,000,000 vehicle

miles—show a favorable trend: 16 in 1930; 11 in 1940;  $7\frac{1}{2}$  in 1950.

Success in the prevention of deaths in occupational accidents is notable. In 1935 and again in 1936 the death rate per 100,000 workers was 41. By 1946 it was down to 31, and by 1950 to 27. (No rates prior to 1933, due to lack of satisfactory employment data.)

Information on the trend of nonfatal occupational injuries is less comprehensive, but in establishments reporting to the National Safety Council the number of disabling injuries per 1,000,000 man-hours decreased 29 per cent from the 1935-39 average to the rate in 1950.

According to the Interstate Commerce Commission, injuries to railroad employees resulting in more than three days' disability, per 1,000,000 man-hours, dropped 75 per cent from 1923 to 1950.

The passenger death rate per 100,000,000 passenger miles in the scheduled operations of domestic airlines averaged 7.7 from 1933 to 1937. In 1950 it was only 1.1—an 86 per cent reduction.

Traffic accidents kill more people than other types. The death toll in 1950 was 35,000. In 10 years that represented an increase of one per cent. *However*, in that same period motor-vehicle registrations increased by 52 per cent, motor-vehicle mileage by 54 per cent, licensed drivers by 41 per cent, and population by 15 per cent.

Less statistical but no less real is the growth of interest in accident prevention. Literally thousands of organizations are taking an active part in the safety movement. They are beginning to cooperate rather than to compete in a dog-eat-dog style. There are more and stronger state and local councils. Thousands of business, civic and official leaders are giving of their influence to advance the cause. All media of public information generously support the movement. While still woefully inadequate, the finances of organized safety groups have tripled in the last decade. Hundreds of safety meetings are held annually compared

to scores 10 years ago. Hundreds attend these meetings, sometimes thousands, instead of scores.

The public generally is now aware of this primary social and economic problem of the nation. Positive and constructive attitudes will follow. Knowledge, good habits, and conviction will then emerge. That leads to public acceptance without which no major victory can be foreseen. Public education, then, is a required course for America and it won't be confined to an optional 30-hour course with 2 points of credit. It will be a lifetime course for all, with unlimited credit. The degree conferred will be A.M.E.N.

---

Dr. Ned H. Dearborn is President of the National Safety Council, and a member of the Coordinating Committee, President's Highway Safety Conference.

---

### **The President Speaks**

"Government, business, industry, labor, farm groups, veterans, housewives, civil, religious and professional organizations—all are working together in a common cause. In hundreds of communities across the land, citizens individually and in organized groups have dedicated themselves to the objectives of this program, and have joined with their public officials in a concerted effort to achieve these objectives."

"The highway safety movement stands today as a practical demonstration of our capacity for teamwork." (From speech by President Truman at the meeting of the Highway Safety Conference, 1949.)

## THE MORAL CHALLENGE OF THE SAFETY MOVEMENT

Paul A. McGhee

The leaders of the cause of Safety in this country must take time out to define the moral content of the movement and to phrase it as a challenge to the imagination and the idealism of the common man. Until this is done, the techniques and the tools we use in the cause of safety will be blunted and fall short of effectiveness. It will be as if we were driving a car in which the spark was retarded: we can step harder on the gas, and the engine will roar, but we shall not gain a speed which truly reflects the power of our motor.

Let us examine the extent to which the idea of Safety has challenged our imaginations or has invoked our sense of moral responsibility. It may be a good idea to begin at the beginning, with definitions.

In the *American College Dictionary* we find Safety defined as "Freedom from injury or danger; quality of insuring against hurt, injury, danger or risk." The *New English Dictionary* echoes the same negative ideas: "Exemption from hurt or injury; freedom from danger..."

Let us face it: those who work for the cause of safety, who seek to inculcate in the minds of youth the precepts of the safety movement, are fighting odds that are bigger than they realize. If the child is father of the man, let us examine on what stuff he is fed when his parents or his friends or teachers prepare him for the experiences of life. Does he grow up on the challenge of "exemption from hurt," on "insuring against hurt, injury or risk"? By no means. Is your son anxious to "insure himself against danger or risk"? Do you really want him to grow up in such a climate of feeling?

There remains smoldering in the hearts and minds of most grownups today, and there burns in the spirits of our



sons and daughters, an urge to risk, to face up to danger, to dare, to live, at least to some extent, dangerously. This is the stuff on which we were fed from the time when we first listened to a story. On this we cut our first teeth when we could read a book, and our later molars too. Would Jim in *Treasure Island* have found himself in that apple barrel hiding from old John Silver if he had been seeking to be "exempt from hurt or injury"? Would Huckleberry Finn have cast off on that frail raft if he had wished to secure "freedom from danger"?

As we went through school, safety never had a good press. Was Fort Ticonderoga taken by men who prized their safety? Our national heroes never seemed to know the concept. "Is life so dear or peace (read "safety" for "peace") so sweet as to be purchased with the price of chains and slavery?" asked Patrick Henry. This contempt for safety and security has been in the blood stream of our history and our literature for a long time. Beowulf said that every man must "drie his wyrd"—must prove his fate—and the clear meaning was that it could only be proved through struggle against odds and with complete disregard of personal safety. Of his fight with Grendel he says:

In the shades of darkness we'll sprun the sword  
If he dares without weapon to do or die....  
By deeds of daring I'll gain the gold  
Or death in battle shall break your lord!

The stories of knights of old, of the Crusades and battles long ago, are tales of desperate danger. With these our blood was stirred and our values were formed. You ask us now to be stirred by the idea of safety. Our heroes knew it not, or else they were craven cowards. Did the tragically few Marine fliers who flew off the carrier "Midway" to meet the oncoming Japanese fleet give a thought to safety? "They that can give up essential liberty to obtain a little temporary safety deserve neither liberty nor safety." So



spake Ben Franklin and so run must of the allusions to safety in our literature and history. Its roots as an emotion are narrow and calculating: "Early and provident fear is the mother of safety," said Edmund Burke. Even when it is recognized that safety is a value which comes as a fruit of maturity, it is said by Shakespeare to come only through risk: "Out of this nettle, danger, we pluck this flower, safety." Safety, I repeat, has had a bad press.

It is true that poets have written beautifully of safety. Rupert Brooke wrote in 1914 of the only security which soldiers could find:

.... Who is so safe as we?

We have found safety with all things undying. . .

War knows no power. Safe shall be my going,

Secretly armed against all death's endeavor;

Safe though all safety's lost; safe where men fall;

And if these poor limbs die, safest of all.

But our hearts have not been stirred by the dream of safety as we have grown up. Our literature has taught us that safety is a pallid virtue, a calculated absence of risk and danger. Even this poem of Rupert Brooke's does not give us something to live by; rather, it assuages our grief at the contemplation of death.

Thus the cause of safety gets off to a bad start. "Out of the heart are the issues of life," says the Bible, and our hearts as we grew up have not been stirred by thoughts of safety.

Today we have a great safety movement in this country. Thousands of talented men and women give their services to the cause of safety through the National Safety Council, The Greater New York Safety Council, and similar groups throughout the country. Our schools and colleges now offer training courses on every level — twenty-eight separate courses are offered by New York University alone. Where are the roots of this crusade? It is not a movement growing

out of compassion alone, as is the Red Cross. Colleges of engineering do not train safety engineers solely through considerations of humanity. This is a movement in which the statistics of people and dollars involved are tremendous. This is a cause in which the stakes are big. How then will you stir our hearts in this cause? How will you move us as school children, adolescents, and adults to join the cause of safety?

Perhaps you expect us to be moved by the dollar figures involved? Certainly they are large enough to astound us. American industry, we read, loses 40 million man days annually through accidents. Occupational injuries cost the nation approximately two billion, seven hundred million dollars last year (*The New York Times*, May 6, 1951). It is reported that foot injuries alone in the last four years affected 820,328 workers, causing a loss of 37,735,088 work days, \$122,228,872 in claim payments, and \$54,141,648 additional in medical expenses. If dollar values will move us, figures like these should be enough.

The insurance companies who issued these statistics say that "an educational program by the companies' safety engineers aimed at all levels of control from the individual worker to the foremen and managers of American business" will be the chief weapon to be used in accident prevention. But in this educational program, whom do you expect to be stirred by dollar values? A good many of us, certainly, we who have public or institutional moneys to guard, or stockholders' investments. But not the generality of man, or the growing boy and girl. And we will have to go beyond dollar values to reach into the motivation of the average worker. The fact that ours appears to be a money culture does not prevent most of us, in our individual ways, from worshipping God rather than mammon. "Out of the heart are the issues of life"; a respect for money values, however desirable, rarely proceeds from the heart.

Perhaps you may seek to move us by translating these

dollar figures into considerations of waste. But that will not be persuasive to the average American. This is a land of plenty, he has been taught to believe. One of our American traits is the luxurious feeling that we can afford to be careless about waste.

Is it not true that most of the considerations we have advanced in the cause of safety have been essentially negative? These negative values, implicit in the basic definitions, will be a sufficient motivation for the calculating, provident man, but not for your sons and daughters.

Before we can get very far with the cause of safety, and hope to enlist in its ranks the generality of mankind, we must discover the moral imperative of safety. We must translate safety into a dynamic, positive expression of the moral aspirations of the ordinary man.

To find the moral imperative of safety must be our next move if the cause of safety is to come to full flower and contribute greatly to the welfare of mankind. We now know a great deal about the techniques of safety, about methods and processes through which men can live safely. We know how to teach these processes to teachers of our children and to foremen and supervisors. But if we teach only processes and techniques, then the moral content of safety, which in the final analysis is what will motivate men to live one way or another, is still missing. And we will be playing *Hamlet* without Hamlet.

I do not wish, at this point, to bog down in vagueness and obscurity. But I suggest that the moral content of the safety movement can be found in the moral content of democracy. That is, if democracy is really a moral issue with us and not a cliché. If democracy is a living faith with us, then, as I understand it, we are committed to the proposition that the individual is important. The totalitarians say he is important only as a part of the group, or State. The State, they say, is eventually the only means through which the individual can achieve importance. But democracy teaches otherwise. It says the individual, in himself, in his own life,

is important. The State is only an expression of ourselves as individuals, and we as individuals can change the State if we wish. It is the individual, we say, who is the authority, not the State. And experience teaches us this is true. A foreman or supervisor will not get very far who does not know that each worker is, in a very real sense, a kind of authority in himself, an authority which must be appealed to and invoked.

But it is not enough simply to say that the individual in a democracy is important. Important for what? The answer must be simple and positive: the individual is important as he embodies an expression of life. Accidents, waste, injuries—these are incidents of the process of death—the opposites of the process of Life. In committing ourselves to the cause of safety, we are identifying ourselves with the belief in life, with a belief in the importance of the individual life.

Does it appear that our mountain has labored and brought forth a mouse? No. A belief in the value and importance of the individual life is no philosophical mouse. It is, if we hold to it and practice it, a bold and creative way of living. It is a triumph over despair, doubt, disbelief, and cynicism, over waste, destruction, insecurity, injuries, accidents, war, and death. No one need wish for stronger, fiercer, or more subtle enemies—not even Beowulf.

Who can know and who shall say what the individual life is capable of? Who shall say what greatness Marine Major Benjamin Norris of the "Midway" might have won to? Who shall say how the face of our present world might even now be changed if the taxi which injured Winston Churchill on Madison Avenue had killed him? True, few of us are of this heroic stuff. But who shall say what any one of us might make of life? One thing we do know: we shall make nothing from the materials of loss, waste, injuries, accidents, war, and destruction. This is the process of death.

But the process of life, as we use the phrase here, must mean more, much more, than the fact of physical existence.

To live must mean more than merely to endure. The promise of democracy cannot be fulfilled if, in the words of Thoreau, men must "lead lives of quiet desperation." If, for example, through the potentially beneficent techniques of time and motion study, work simplification, technological improvement, and increased efficiency of the production line—if, through these, man's work becomes in fact increasingly atomized, dehumanized, and empty of creative satisfactions, then such work cannot be an expression of the life process, nor reflect the moral content of the democratic faith.

If a man must lead a "life of quiet desperation" he will be more accident prone, I would guess, than one who does not. For him the years ahead will not present a vista of alluring alternatives for which his life and energies must be saved so that they may be poured out richly in creative usefulness and personal fulfillment. The athlete conserves his strength for the race and the prize to be won. But to another, there may be no race, but only a desperate pursuit. And if to him there seems no prize to be won except freedom from pursuit, who will persuade him that safety lies in life rather than in death?

The process of Life is a process of positive faith and belief, a process of vision and creativity and personal fulfillment. In this process, which only safety and security can make possible, lie all our dreams of human betterment, all our aspirations for a better world.

The materials for a moral imperative of safety are therefore to be found within the moral implications of democracy, if it is truly a moral faith with us. You and I will shape and express this moral imperative in different ways. But find it and express it we must, or the cause of safety will falter on cold and calculating considerations, and fail to move the hearts of mankind.

---

Paul A. McGhee is Dean of the Division of General Education, New York University, and a member of the Board of Directors of the Greater New York Safety Council.



## THE SOCIAL COSTS OF ACCIDENTS

Walter A. Cutter

It may well be that future generations will view with incredulity our tolerance of accidents in a generation which prides itself so vocally on the highest standard of living ever attained. Nowhere does the confusion between *quantity* in living and *quality* of living show more clearly than in the case of accidents. Nowhere does our general disinclination to face disagreeable truths appear more clearly than in our failure to face the fact of these incalculable and mostly avoidable accident costs and do what is necessary for their reduction.

There are two types of losses which can be joined under the social costs of accidents: the monetary or economic losses, and the very considerable social and personal losses, both intangible and real.

There can be little satisfaction in our material possessions, if simultaneously we permit the steady attrition of our infinitely more valuable human resources.

### ECONOMIC LOSSES

The economic losses by reason of accidents are enormous, even in a period when billions have replaced millions in our national budgets. The year 1950, the last for which complete figures are available, will give an index of our annual money costs.

In 1950, the following accident facts were reported by the National Safety Council. The monetary losses are detailed in order that the basest of computation be understood.

Deaths .....	90,000
Non-fatal injuries .....	9,000,000
Costs of Accidents .....	\$7,300,000,000

These costs include:

Minimum estimate of wages lost by disabled

persons, lower wages when returned to work due to permanent partial disability, present value of future earnings of those permanently incapacitated or killed in accidents .....	\$2,600,000,000
Medical fees, hospital expense .....	400,000,000
Administrative and claim settlement costs of insurance (actual claims paid are in wages lost and medical expense.) The total is not quite comparable with other years, due to changes in methods of classifying data .....	1,100,000,000
Property damage in motor-vehicle accidents .....	1,259,000,000
Property destroyed by fire .....	649,000,000
Property destroyed or production lost due to occupational accidents .....	1,300,000,000

These sums and their total represent a very considerable amount of money. During a decade, between 900,000 and 950,000 persons will be killed accidentally in this country. There will be a monetary loss of between 73 and 77 billions of dollars. Estimating between 340,000 and 380,000 persons receiving some degree of physical impairment each year and taking a yearly average of 360,000 we arrive at a total of 3,600,000 persons entering the impaired category each decade. To make an accurate money-loss estimate over a period of years in this group would be impracticable; but it is in this group that money losses must be extended over what is too often a period of years.

Two other categories of cost, related to the economic aspect of accidents, may be mentioned. Again, it is impractical to essay a reasonably adequate computation, but these are nonetheless real costs. The first may be called education- and family-support costs. A social investment, expressed in money terms is made in some amount for every person. Certain thinkers are apt to discount such costs, taking the point of view that such expenditures are due the



person and should be written off as an anticipated social expense. Nevertheless, it costs money to bear, support and educate our citizens. For this expenditure, there is the expectation that the beneficiaries will make return through the quality of their life and their service to their times. Premature death, through accidents, frequently destroys this possibility, so that the social investment must be written off as a loss. In a real sense, a productive man or woman is irreplaceable so we have a further social debit.

The second category of economic loss which may be mentioned is the lowered standard of living occasioned by the effects of accidents. When the major money earner of the family dies or is permanently impaired, a train of circumstances ensues which usually is not good for the family. In the fortunate cases, speaking in money terms, there may be enough money to maintain the family at its accustomed level. We may suspect that in most severe accident cases, the opposite is true. The standard of living drops. Houses may have to be sold in favor of more modest quarters. Wives, with young children, may have to seek work. Children and youths may have to be taken out of school and put to work. The purchasing power of that family unit drops. In the case of a permanent total or permanent partial disability the effect is the same in many cases. The descent may be more gradual, but the results are the same. Here is a social loss, very real, even though literally incalculable.

### INSURANCE COSTS

To conclude the discussion of economic losses resulting from accidents, a more concrete and specific set of costs should be mentioned—casualty and accident insurance. Such costs are included in the aggregate figures issued by the National Safety Council. There is about insurance funds the same incredible naiveté that attaches to government funds. It is a striking fact that although a government's major support comes from taxes, the moment the taxes enter the treasury, a metamorphosis into *government*

*funds* occurs. After this metamorphosis, the seeker after government benefactions may proceed with impunity to get all that he can, conveniently forgetting that he is getting back his own and his fellow citizens' money.

Insurance is a similar situation. Casualty insurance companies, like those in the Association of Casualty and Surety Companies, from which the Center for Safety Education receives its chief support, perform a socially desirable service, which may be described in simple terms: distributing losses resulting from personal accidents and property damage. A man pays a premium for accident or liability insurance, or a company buys casualty insurance. An accident or a damage occurs, and the recovery may be many times the amount of the annual premium. Only a very foolish man or company will think that there has been a profit. For it is from the aggregate of premiums, plus wise investment of funds that indemnification of loss is made. Companies can pay only from what they receive in premiums plus what they earn. In their function as the middlemen of loss distribution, they must receive before they can pay. Increased claims' payments, through an increased number of accidents and larger assessments of damages, necessitate larger premiums. There is no mystery. Premiums are raised only when accident and casualty experience is high. The higher the casualty and accident payments, the greater the monetary loss, the greater the social cost. On this view, fraudulent and excessive claims and allowances for damages represent simply men's willingness to take undue amounts from their fellow policy holders. Everyone pays for accidents.

#### **SOCIAL AND PERSONAL ACCIDENT COSTS**

In reality, the social costs and losses to be discussed in this section have all been implied in the foregoing material. Although the implication of loss is there, the nature and reality of the social cost can never be completely expressed in dollars. The social, cultural and spiritual attrition which

may result from any untoward event is similarly related to accidents. Accidents, in addition to all the other unfortunate results which follow, have the quality of suddenness. Disease gives notice of the inevitable. Accidents do not.

From the standpoint of the general social and cultural level of a civilization, it is doubtful if there is any greater social loss than is implied by our tolerance of accidents. Callousness and indifference to accidents must be placed high on the list of our undesirable social traits. These attributes, while not malicious in origin, are devastating in their effects. They represent a mass of individual failures to recognize that the accident problem and the primary responsibility for accident prevention are individual responsibilities to be met by individual and corporate action. We may ask the question: Can a generation whose humane accomplishments in so many areas have been so notable, reconcile these tragic and mostly preventable losses with other aspects of our social progress? Do we not, as a society, pay a very high cost and suffer a very great loss through the more toleration of accidents, as if they were not really our business? Has our national proneness to escape responsibility through delegation of functions to others reached such a pitch that "we" feel that "they" should do something about accidents, and that we should be left undisturbed until, perchance, an accident touches us or one near to us? Here is no case where we are asked to lay down our life for our brother; we are asked merely to help save his life by the investment of time, interest and social conscience.

Such considerations and questions as have been posed suggest that ultimately the accident problem is a moral problem and that the toleration of accidents, from whatever cause, must be viewed as a moral judgment against a society. Where the will to do is present, American knowledge, experimentation and planning will eventually find the way. The truly magnificent progress made by preventive medicine and by the steady conquest of epidemic diseases give us

both a useful analogy and a basis of hope for the conquest of accidents. The same will to conquer must be present in the case of accident control as in disease control. Each day that passes without an intelligent marshalling of our brains and efforts to attack and vanquish this problem represents another loss to society. Sins of omission are as harmful as sins of commission.

Sociologists and educators, no less than other influential groups, must bear their proportionate share of responsibility for this national problem, and these social costs. The time has come for the immense technical resources of educational sociology to be applied vigorously and comprehensively. Accidents are much more than an interesting and significant social phenomenon. Sociology is much more than a merely descriptive and a *posteriori* discipline. The "accident" psychology represents an aggregate of innumerable individual psychologies which evidently are in need of improvement. In the matter of automobile driving, to use one example, sociological techniques could well be applied to effecting a transformation of the individual feeling of the "right to drive" to a feeling of privilege and responsibility. There are other aspects of the total problem in which sociology could be effective if the will to be effective were present. Educational sociology must get to work!

Auditing costs and losses is chiefly for the purpose of establishing the facts about a firm's business, and usually indicates both the need for and the direction of further activity. So with our social audits, the condition is here. There are sufficient indications of the direction of necessary activity. What remains to do is to act, and to act on a scale commensurate with the scale of the problem. Social costs can always be translated into social gains, if we want to make the effort.

---

Dr. Walter A. Cutter is Assistant Director of the Center for Safety Education at New York University and was formerly Chairman of the Metropolitan Chapter, American Society of Safety Engineers.

## LEADERSHIP IN COMMUNITY SAFETY ACTIVITIES

Lee E. Skeel

The safety movement is, for the most part, concerned with influencing human behavior. Its purpose is to develop the habit of thinking and acting safely. The need for such a program is clearly demonstrated by the heavy toll of injuries and deaths which are needlessly suffered because of thoughtlessness, carelessness and stupidity. The problem of the safety movement is to develop the most effective way of influencing people to think and act with due regard for their own safety and that of others.

Without a true knowledge of the facts which justify the imposition of restrictive rules of conduct in the interest of safety, it is difficult to secure voluntary acceptance of such rules by the average individual. It has been said that organized self-control is the foundation of all democratic institutions. Self-government is possible only when the individual is willing to sacrifice some part of his own apparent individual interest for the purpose of preserving and maintaining the benefits of democratic institutions. In other words, we must develop social character. The mere enforcement of law is quite inadequate to accomplish the desired results. The voluntary desire to do justice and the development of the capacity to be loyal to the fundamental concepts of democratic institutions is basic in maintaining our way of life whether we are for the moment concerned with the right of free speech, the right to work and enjoy the fruits of our industry, or the right to stay alive.

It has often been said that safety is an individual matter. This is certainly true. Whether or not one conducts himself safely is, generally speaking, within his own control. The results of unsafe conduct of the individual have become so devastating not only to one's self but also to those about



him, that the effort to prevent accidents is an activity in which the whole community has a very definite interest. In speaking about the increase in accidents in all fields of activity, a great leader of public opinion recently said—"It has become necessary, now that the increasing nature of accidents has outrun our efforts, to apply mass intelligence to the solution of this difficult problem." Public acceptance of the need for abiding by the rules of safety in everything we do is a must in dealing with our social relations. Whether or not one will conduct himself safely under all circumstances should not be a matter of choice. Each of us must accept the responsibility of acting safely as a basic obligation of citizenship. The safety of the community is a social problem. Its solution requires the help of all acting within a community safety organization.

#### LEADERSHIP OF THE LOCAL SAFETY COUNCIL

The proper kind of leadership, necessary in developing a broad-gaged community safety program, is more effectively accomplished by the organization of a community safety council. It is axiomatic that progress in any civic undertaking will fail unless it be directed by competent leaders. A community safety council can call together everybody in the community whose vocation or avocation deals directly or indirectly with safety. With the gathering together of an aggressive group of public officials, industrial safety leaders, school officials and civic leaders, all coordinating their efforts in a broad-gaged safety program, effective leadership for safety will be developed and accidents will be reduced.

The first benefit that comes from local safety council leadership is to be found in the fact that such leadership will provide a continuous and well-balanced program. Sporadic campaigns are never helpful, particularly in safety education. What little gain is achieved resulting from a temporary drive, no matter how intensive it may be, is soon forgotten. Such a campaign when discontinued leaves the im-

pression that safety work is unnecessary or ineffective, otherwise the campaign would have been continued. When such a campaign comes to its early end, about the best that can be said of it is that its real mission can be entered under the head of "unfinished business."

In stressing the importance of leadership in local safety organizations, we must not forget that their effectiveness can be gaged by the assistance available to them from the National Safety Council. Here, gathered together in a single national organization, are the leading experts of the world in procedures that will be effective in preventing accidents on the local level. No local safety council leader can hope to be completely successful without having a dependable background of knowhow in accident prevention. Leadership for safety must be bottomed on dependable procedures.

### THE PLACE OF THE THREE E's

The great triumvirate of the safety movement, engineering, enforcement of the law, and education, are intended to and do outline the scope of accident prevention work. The community safety organization is more directly concerned with the last two, that is, law enforcement and public education.

Without an effective, certain, and equitable program of law enforcement no community safety program can achieve outstanding success. Two elements are to be found in the field of law enforcement which are of vital importance. The first is the determination of what the rules of civil conduct shall be and, and the second is the proper enforcement of the rules of law when they have been so established. This field of the safety movement is almost entirely a governmental function. The fact that laws, as such, only become laws when enacted by the legislature, or pronounced in a judicial proceeding, and that the enforcement of law is delegated to the judicial branch of the government, does not mean that the individual citizen is relieved of all re-



sponsibility with respect to these important governmental functions. It is the duty of every citizen to take an active part in the affairs of state. Men must either govern themselves or be governed. They must do their part in the interests of good government or lead subjective lives. Good law enforcement can only be truly effective when it has the support of the people of the community. It is the job of the safety council to give strong support to sound enforcement of safety law.

A broad-gauged safety program under the direction of the local council finds its greatest field of endeavor in sponsoring and promulgating public safety education. It is here that so much has been done in the past and such great success has been achieved. Since everybody in the community must be reached, educational processes must be continuous and ever-expanding, particularly in the methods used. Old ideas must be given a new approach to hold attention. It has been said that the price of safety is eternal vigilance; vigilance which sustains interest in every field of human endeavor and keeps before the minds of all, facts which will compel safe conduct.

### INTEREST IS BASIC

The greatest force available to those who seek to motivate human behavior is that of creating and maintaining in the minds of those whom they seek to influence, an impelling interest in the thing to be done or object to be accomplished. If we do not have the ability to create and sustain an impelling interest in safety in the minds of all, little progress is possible.

Herbert, in recognizing the psychological value of interest as the means of controlling human behavior said, "The root of the term 'interest' seems to be that of being engaged, engrossed or entirely taken up with some activity because of its recognized worth."

Interest in a thing or idea may be developed by means of extending information about it. So it is that the local safety

council in its relationship with the public must be vigilant in developing and broadcasting facts of interest about safety and the means by which accidents may be prevented. Many methods have been found to be effective. The preparation of school lessons for the teaching of safety in schools, the arranging of statistics and other information to be used by the public press or in radio speeches or public addresses, are effective ways to create interest in the public mind.

One of the most effective ways of selling safety is by conducting a contest in which those in the contest seek to establish the best safety record. This method must be restricted to particular groups. Here the individual is given the opportunity to take an active part in accident prevention work. His response is thus personalized by the desire to win. The use of this kind of safety program conducted through the offices of a local safety council has been most successful.

The safety movement seeks to develop not only the desire for self-preservation, but also the ability to understand better our social responsibilities. Its forces, on the local level, through the good offices of the community safety organization, are expended on the side of good social relations and are the means of reminding all of the deep interest we have in the well-being of our fellow citizens. To the development of this great social service, we of the safety movement dedicate our efforts to the end that the economic loss and human suffering caused by accidents will be greatly reduced.

This action must:

- (a) Enlist to a far greater degree the facilities of our colleges and universities,
- (b) Have the active, sympathetic cooperation of public officials, and
- (c) Be adequately supported by the annual provision of training funds in state and city budgets.

While the training centers at the three universities previously mentioned comprise the core of presently available advanced training, these centers and their programs must be substantially augmented by regional and state training programs. It is anticipated that such centers will increasingly concentrate their training on top administrative and instructional personnel. This being so, it will generally be cheaper for states and cities to take advantage of this high-quality, centralized training, by providing funds for out-of-state and out-of-city attendance of selected personnel at such courses.

### TRAINING FACILITIES NEEDED

Eventually, in order to recruit, train and re-train effectively large numbers of state and local police, driver license examiners, school safety supervisors, school transportation supervisors, school bus drivers and others, it will be necessary to concentrate on thorough year-round state programs in conjunction with a recognized college or university within each state. It does not follow that such training should be confined to any one institution in the state.

One index of the need for trained leadership is the dearth of qualified teachers for driver education in the nation's 26,000 high schools, despite a rising tide of public interest in this program. To date, with the limited instructional personnel and facilities available, we have been able altogether to give varying quality of training to some 9,500 teachers, traffic police, engineers, fleet supervisors, and others. We know that current deficiencies in state, county, and city complements in these categories alone total at least nine or ten thousand.

This points up the dimensions of the challenge — and opportunity — which traffic safety poses for our colleges and universities today. There is an urgent need for a thorough review, state by state, of trained safety personnel needs, existing training facilities in our colleges and universities, and of an adequate administrative plan within

the college or university to bring its wealth of training resources to bear on a sound comprehensive training program for all aspects of highway transportation management related to safety of operation.

Traffic and safety training must be deepened and broadened. We must have more undergraduate, postgraduate and specialized graduate courses. We must have a wider range of short courses, seminars, institutes and workshops. We must have training for different levels of administrative personnel. At the same time we must strive for adequate salary scales to attract competent trained personnel to public service. Only if our institutions of higher learning face up to the task can we develop adequate leadership and know-how to help the nation control the scourge of traffic accidents

#### **FUNCTIONS OF DRIVER EDUCATION**

"The immediate practical purpose of driver education in the high school is to develop the student's ability to operate an automobile safely and efficiently. Beyond this is the more remote purpose of providing a sound basis for a lifetime of safe and efficient automobile operation. An important ultimate purpose of public education, however, toward the achievement of which driver education can and should always contribute, is the development of (1) strong attitudes of social responsibility, (2) effective skills in studying the problems of the common welfare, and (3) definite habits of cooperating with others to solve vital problems in ways that will make life more satisfying and profitable for everyone." (From *High-School Driver Education, Policies and Recommendations*, National Commission on Safety Education, National Education Association, 1950.)

---

Judge Lee E. Skeel, as President of the Greater Cleveland Safety Council, has been identified with safety activities for many years. He is a judge in the Court of Appeals of Ohio.

## FOUNDATIONS IN THE ELEMENTARY SCHOOL

Samuel P. Messer

Recently the following statements were made to a group of law-enforcement enrollees at the National Police Academy in Washington, D. C.:<sup>1</sup>

"It is an assumption on the part of many teachers and police officers, that children have been taught the basic procedures involved in crossing the street correctly. However, this is *not* true, and the task falls to the people in Education and Enforcement to be done.

"Knowing that the child is more receptive to certain training at an early age, a concentrated effort should be made to teach him correct safety information, as well as procedures, in the elementary school. Here he may learn the lessons of the pedestrian as they are needed, both in and out of school. It is at this age that he becomes the operator of a vehicle — be it a tricycle, a bicycle, a scooter, or even a motor bike. Here too, he is learning the meaning of good citizenship, respect for life and property, an appreciation for, and understand of, the laws of nature as well as those of human origin; he is forming *correct habits* and *proper attitudes* which, once learned, need only an occasional reminder to be effective.

"Thus our task is to begin early if we are to instill the lessons of safety so that correct knowledge, skills, habits, and attitudes will contribute to a normal life expectancy for each child."

The suggestion is offered that safety education should have its roots in the home. However, there are many reasons why this may not happen. There are many parents who are flagrant violators of good safety practices at home as well as on the street. They set the example for the

---

<sup>1</sup>Samuel P. Messer, Lecture, October 9, 1951.



youngster to follow.

The home experience may offer little or no correction of mistakes, except when these result in actual injury. Many parents are not aware of safe practices, and may take the attitude so often noted, that the youngster will learn safety as the result of bruises, cut fingers, and the like. Although conformance to set rules and regulations is required on streets and highways, in places of business, and at public gatherings, the concept that a man's home is his castle prevents outside agencies from doing more than offering literature and suggestions. Parents depend upon these agencies to offer safety instruction as part of the program of public education.

Recognizing that there are wide variations in environment, heredity, experience, training, and the innate potentialities of any group of students is a *must* for the teacher. Once the facts are ascertained, the program can be geared to meet the needs of all the students. The school program should be comprehensive enough to fortify each youngster to meet the situations he will encounter both in and out of school. It should include carry-over training for the home, the playground, the street, in fact all the places frequented by children. The program should stress the individual's immediate personal needs at the outset. Then it should encompass his environment. Gradually it will expand to include the application of knowledge gained from past experience to present experience, and the development of an awareness of what is needed for future well-being.

There are two generally accepted ways of including safety teaching in the elementary school curriculum. One is to integrate it with each of the other subjects. The other is to apply teaching directly to units of safety. The recommendation is made that a combination of the above methods be employed. For example, seasonal hazards could be taught by the direct method at the appropriate time of year, and at the same time be integrated where feasible

with other subjects.

The teacher of safety should set up well-defined objectives in preparing a course of study. These can be used to determine the contributions from other fields that will increase knowledge, develop favorable attitudes, and help form good habits. Listed are some of the objectives which should be included in the elementary school program:

- (1) To teach children to read and understand safety rules, so they can obey them.
- (2) To make children aware of hazardous situations (and to report them)
- (3) To develop in children habits of carefulness, cleanliness, and orderliness when using playthings, tools, and other articles
- (4) To encourage children to develop emotionally, physically, mentally, and morally to the utmost
- (5) To teach children safety procedures and information concerning the vehicles they will operate, and the public conveyances in which they will travel.
- (6) To point out cooperative measures that children can employ for group safety
- (7) To make children aware of the safety rules of home, school, and street, and how adherence to these rules will make for greater enjoyment
- (8) To develop in children a respect for law and law-enforcement officers
- (9) To offer actual demonstrations so that the children will *feel* the importance of safety
- (10) To develop in children an understanding of the occasions when safety seems to have been forgotten, but has only temporarily given way to another motivation. (A good example is the slide into second base in a ball game. The objective is to keep from being put out, and one way is to slide. Sliding is considered a dangerous practice, but with good coaching, a good field, and proper equipment the dangers are



reduced to a minimum. Another such situation may occur in diving. Here again, the factors of good facilities, equipment, instruction, etc., tend to reduce the greatest hazards.)

- (11) An over-all objective that would stress the need for specific objectives for each lesson or unit to be taught.

The teacher of safety is presumably one who is well qualified to teach it as an integrated part of the curriculum. It is expected that better results will be achieved if the knowledge to be gained is associated with everyday, practical situations. The integration process requires the incorporation of safety into each subject taught. This can be done after the teacher has taken up the basic principles of the subject. The so-called "tool" subjects—English, writing, spelling, and reading—offer the youngster an opportunity to learn how to express himself adequately, either orally or in writing. At the same time, incorporating the lessons of fire safety, water safety, street safety, and the like, into the daily lessons, offers the opportunity of teaching for safe living within these tool subjects.

Social studies tend to arouse various interests when the political, social, and economic problems of the day are discussed pro and con in the classroom. Interest should stem from controversial issues and can result in the formation of favorable attitudes. Safety education is a current event in every newspaper, in every city and in our country as a whole. Safety embraces social qualities which need opportunity for development. The school can, and should, offer these opportunities.

Science offers the youngster an insight into the make-up of his surroundings. We are living in a technological, scientific age when the "whyness" of natural environment is a challenge. Great interest should result in acquaintance with these surroundings. Nature's vast field of study becomes a universal laboratory for both pupil and teacher. The endless information about fire, water, electricity, and their effects

upon safety is always challenging the student.

Health and physical education must of necessity be concerned with safety education. The objectives of each of these fields would include: development of wholesome habits of eating, resting, exercising, etc., the development of the individual physically, emotionally, mentally and socially to the utmost, and development of those habits, attitudes, and skills which will enable youngsters to live happily, cooperatively, and peacefully with their fellows. Closer examination will reveal that the objectives of safety education parallel in many ways those of health and physical education. A factor of further importance in relation to these fields is that many accidents have been attributed to physiological weaknesses, eye impairments, poor circulation, physical defects, and lack of muscular control.

The art teacher will find youngsters eager to participate in poster-making on safety subjects. Many safety improvements have come about as the result of such posters made by art students. Once given the opportunity and materials, the child may pleasantly surprise his teacher with projects showing conditions related to safety.

In a statement of the philosophy of education for the elementary school the purposes of safety education can be clearly defined. The school should, through the sharing of experiences, contributions, and responsibilities, be a rich field of experimentation in functional living. The school should make provision for the continuous development of each child to the optimum moral, physical, emotional, social, and intellectual growth; it should equip him both for making a living and making a life.

The realization of this philosophy will not accrue automatically, but will result from the concentrated efforts of conscientious teachers in the elementary school.

---

Samuel P. Messer is Assistant Professor and Instructor of Safety Education at the University of Miami.

## A PROGRAM FOR THE HIGH SCHOOL

Forrest E. Long

By the time boys and girls reach the secondary school they have "learned" about all the safety they think they need. In fact, this is one of the difficulties to be overcome—they are likely to consider further instruction in safety as a mere repetition of previous lessons. In a word, safety education for the average high school boy or girl often is considered old stuff. Much of safety education is learning to use old ideas or concepts in new and different ways. For this reason, safety education in the high school offers a challenge to the most versatile teachers.

Safety should not be considered something separate and apart from living. For this reason safety education in the high school is not thought of as something that can be imparted outside the experiences of living. Safety education isn't even the mastery of skills needed for survival. In fact, many of those who perish from accidents know better than to commit the very acts that caused the accidents.

Safety education seems to promote a new way of looking at old problems. Safety education provides the substance of survival and encourages us to act as though we are concerned over survival.

High school pupils seem to resent safety admonitions. Safety is not very well taught by those who want us never to do dangerous things. In a way, successful safety education merely causes us to calculate the risks involved in our actions.

A few years ago a member of a local fire department was demonstrating to a high school assembly how fires are started by carelessly dropped matches. He dropped one lighted match after another in a wastepaper basket. But nothing happened. He finally gave up in disgust—the paper just would not ignite.

But this fireman really gave a good demonstration of the

principle that safety education causes us to calculate the risks involved in our acts. The fire may not start; in fact, probably will not start, but if it should start what will the result be? If a fire were to start each and every time a lighted match is dropped we would very soon learn not to drop matches—indeed, it probably would become illegal for us to carry matches. But our experience has been quite the contrary. Again and again we have tossed away lighted matches and we have never set a disastrous fire. So, from our experience, it is difficult to give much credence to the argument that fires are started by matches that are carelessly tossed away.

Safety education in the high school attempts to change this attitude on the part of boys and girls. This same type of dangerous thinking is found in many other areas.

If each time a pedestrian ignores a red light he is put upon by a motor vehicle, or almost so, then surely he and we will soon learn that it pays to wait for the green signal before crossing a street. But actually we have crossed against the red light many times and nothing happened. So we *learn* that we can ignore red lights with impunity. Good safety education in the high school helps boys and girls to realize what *may* happen if we continue to ignore traffic signals. Safety education has no easily attained objective.

There are many other facets of modern life where we teach that it is highly desirable to take chances. Athletics presents a good example. The batter does not always try for a bunt or a single—a Bobby Thomson slams out a homer in the ninth and wins a pennant. The good athlete takes a chance. The successful business man also has taken chances. He tells about how he started his business on a shoestring, how he would still be a bookkeeper if he hadn't taken a chance. Indeed the average adolescent is likely to see all around him evidence that successful leaders are those who take chances.

In the face of all such contradicting evidence, the high school safety program comes along and proposes to teach

pupils never to take certain chances: never to pass another car on a hill or a curve, never to lean over from a ladder, never to walk out into traffic from between parked cars, never to leave a sharp paring knife in the dish water, never to allow the handles of pots and pans to extend beyond the edge of the stove, never to lay scatter rugs without satisfactory anchors, and all the rest. Is it too surprising that many high school boys and girls consider it "chicken" even to take seriously much that is taught in safety?

The very independence that adolescents are gaining is reflected in their unwillingness to conform to the standards set by adults in the safety field. The most successful safety programs encourage boys and girls to set desirable standards for themselves. Admittedly, though, it is difficult to get junior to decide to obey all traffic regulations when driving, if mother and dad always charge through the intersection stop signals when they drive.

In spite of all we have done to date in the secondary school, the accident toll for youth is discouragingly high. But there is a very encouraging prospect in the driver education program. Classroom and practice driving have proved to be effective. Studies indicate that young people who have taken these courses have a much better driving record than the control groups who have not been so instructed. It has been estimated that over two million young people have received these special courses in 7,922 secondary schools during the past four years. The number of schools offering the driving courses is increasing at a rapid rate.

These driver courses have sometimes proved to be expensive in actual money outlay, but probably they represent the best investment, dollar for dollar, that we make in education. In many cases interested individuals and groups outside the schools have helped by contributing automobiles and, in some cases, instructors. More of us are recognizing that it will avail us little to give a formal education to our young people but fail to teach them how to survive. With-



out a doubt, the time is fast coming when driver education and training will be a recognized part of the program of all American high schools.

Safety education is a consistent part of instruction in many areas of secondary education. It is difficult to imagine competent instruction in cooking, physical education, athletics, science, and shop, without specific instruction in accident prevention. But many administrators and teachers have become convinced that something more even than driver courses and "incidental" instruction in the various shops and laboratories is needed. Too many youngsters are experiencing fatal and crippling accidents.

In many high schools the pupils themselves are making safety "respectable" by starting school safety organizations. The President's Highway Safety Conference recommended that each school system and each school appoint a safety chairman or coordinator. These chairmen, working through student safety organizations or committees, seem to offer the best chance of making the safety program practical and effective. Some schools offer formal courses in safety.

In many high schools, the safety committees or organizations supply visual aids to teachers and classes, they arrange library and hall exhibits, they prepare bulletin board material, and they study safety conditions in and around the schools.

When high school pupils decide that safety is important, then we can be certain that safety instruction is making itself felt.

---

Dr. Forrest E. Long is Chairman of the Department of Secondary Education, School of Education, New York University. He was Chairman of the Education Committee, President's Highway Safety Conference, is a member of the National Commission on Safety Education, and during World War II was Executive Manager of the National Safety Council.

## **DRIVER EDUCATION IN DALLAS**

**Don Matthews**

Although safety education in the Dallas Public Schools dates back some twenty-five years, the active interest in or shift of emphasis to safety as applied to the automobile and its operation became a part of the educational effort in the early 1940's. The inclusion of this item in the curriculum of the Dallas School System was implemented by certain lay groups in the city, chief of which was the Dallas Citizens Traffic Commission. This group was able to furnish money and facilities which the School Administration did not have budgeted for such an activity. Those in charge soon learned that to provide "behind-the-wheel" driver training for high school seniors in a city the size of Dallas required quite an outlay of money.

Safety education as it has developed to the present point is a two-phase program. First is the formal or classroom instruction concerning the operation of an automobile; second, the "behind-the-wheel" or actual experience phase. It is needless to point out that the first does not require such an additional expenditure as the second since only classroom space and a qualified teacher are the main items. However, the importance of this teaching is not to be minimized. In this course the pupil is introduced to the rules of the game, the laws relating to the operation of an automobile, traffic signs and regulations, and good manners of the highway. By taking this course alone the pupil who is successful usually is able to pass the written part of the driver license examination. This course as taught is a part of the accredited units allowed for graduation in the Dallas Schools. During the past few years emphasis on this course has been given through the Visual Education Department. A great many very fine films which teach both what to do and what not to do in the operation of a motor vehicle are used in this course.

The second phase where the pupil is given actual experience instruction in handling an automobile entails a more adventuresome educational idea because the pupil must leave the classroom and handle expensive equipment. This is also individual instruction. In order to service the program in nine Dallas High Schools a cooperative budget of \$50,000.00 was necessary last year. This provides an automobile with dual controls for each of the schools with the exception of Crozier Technical High School where two automobiles are available. The Crozier Technical High School located in downtown Dallas was the pilot school for safety education. Dean among the teachers of the course is Jim Tisor who has been a moving force in the development and expansion of the program. The program received priority in this school over the others because it is possible here to use the facilities more extensively. A driving range has been constructed complete with signal lights, traffic lanes, traffic signs, and parking boxes. During the day of the long term, Tech students are trained on this course. Evening School pupils use it three nights a week during the long term. It is used by summer school students and an adult training program during the remainder of the year.

In the other schools a nearby street is blocked off with the assistance of the Dallas Traffic Department and that street used as a driving range during the day. The program here includes an instructor, an automobile with dual controls, and the individual receiving instruction. With the exception of Crozier Technical High School, only senior high school pupils are admitted to "behind-the-wheel" instruction. A small fee is collected from each student to cover the cost of gasoline and other incidentals.

A quick look at this activity shows it to be a community school program rather than simply a school-operated one. Some of the lay groups entering into this picture are the Citizens Traffic Commission, the New Automobile Dealers Association, the Parent Teachers Association, and other civic organizations. This cooperation has been finan-

cial as well as advisory. The New Car Dealers Association furnishes an automobile for each of the schools. These are new cars with dual controls installed. At the end of each school term, they are returned to the dealer who sells them as demonstrator-type automobiles. The school carries liability insurance on the car while it is being used and also furnishes storage and service for the car. This reduces the program to a negligible outlay of cash except for teachers' salaries which currently total approximately \$36,000.

The question of how much good the program is doing was recently asked the Traffic Division of the City. Their answer was that the safety education program of the high schools had been a definite factor in the reduction of automobile fatalities in Dallas. It was pointed out that the incidence of automobile wrecks among high school pupils had decreased over a period of the past six years. The school authorities feel that if one life is saved as a result of this educational effort, the money has been well spent.

---

Don Matthews is Assistant to the Superintendent of Schools in Dallas, Texas

---

### RESEARCH

"No teacher can smugly feel that his special area of safety education is completely finished. It is not. It never will be. As rapidly as adequate methods are evolved to meet a set of situations, a new set will have arisen; for that is the nature of a mechanized society. There will always be research work to do and for this reason training beyond the fundamental courses in safety education will soon be commonly offered."

## **TRAINING FOR LEADERSHIP IN TRAFFIC SAFETY IN COLLEGES AND UNIVERSITIES**

**Norman Damon**

We Americans are paying an enormous price for accidents, when by investing in safety we could save not only huge sums of money but tens of thousands of lives. Our best hope of reversing this bad bargain is through the development of trained leadership. The job clearly falls on our colleges and universities, for by and large this training is a public responsibility, and only our institutions of higher learning can provide the facilities for the technical and professional instruction involved.

We get some idea of the magnitude of the challenge when we realize that in 1950 alone, accidents cost us 7.3 billions of dollars. If nothing else, the fact that this amount just about equals the estimated cost of all education in the United States in the 1949-50 school year is a startling commentary on our collective carelessness and our prodigious waste. But much more important, these same accidents also cost us 90,000 lives and some 9 million injuries — with the 1951 toll expected to be even greater.

Traffic accidents alone account for more than a third of the annual toll, with the 1951 loss expected to exceed 37,500 lives, a million and a half personal injuries, (with perhaps 150,000 permanently disabled) and some three and a half billion dollars in economic loss.

A recent study published by the American Medical Association developed two new measures of mortality. Their significance is epitomized thus:

"We see that fatal accidents outrank every other cause of death as a destroyer of the working years of life — the years which represent the productive and military strength of this country."

Only through a major expansion in trained leadership in



both professional and voluntary — can we hope to curb this vast and unnecessary squandering of our human and material resources. We know that from 85 to 90 per cent of all traffic accidents could be prevented. We have the know-how for prevention, but only trained leadership can effectively apply that know-how.

Such a tremendous drain on our human and material resources is inexcusable. In light of our current defense program, and the urgent need to conserve and make maximum use of manpower and materials, this waste becomes absolutely intolerable.

We must look to our colleges and universities to provide the specialized training for key personnel in all phases of traffic safety work, official and non-official. For trained leaders are essential not only in the discharge of the safety responsibilities of government but also in the discharge of civic responsibilities by the general public.

This is strongly emphasized, in the traffic field, by the Committee on Education of the President's Highway Safety Conference.

"In a national program designed to conserve life on the streets and highways, the colleges and universities occupy a unique and important position," the Committee states. "Through specialized training programs in divisions of adult education, off-campus training, extension service, special bureaus, training centers and institutes, our institutions of higher learning are in a singularly favorable position to provide carefully planned scientific training for personnel of Federal, State, municipal and private organizations which are legally responsible for or have assumed obligation for the reduction of traffic accidents."

Just as the efficiency of any business or any organization depends on good management, so do the public aspects of highway transportation — its safety and efficiency — depend on the recruiting and training of future leaders in a score of specialized fields. Concurrently, these institutions

have the great opportunity also to upgrade literally hundreds of thousands of such personnel currently engaged in a myriad of governmental functions whose end-product is increased safety of future highway use.

Traffic accident prevention is not an isolated function that can be applied like a mustard plaster. Rather, it is the by-product of efficient operation — the right way of operating our highway transportation system.

If we accept the premise that the major function of education is preparation for living, then assuredly we must agree that safety instruction is a vital part of formal education. Some fifteen years ago, a dozen national organizations joined in creating the National Committee for Traffic Training. Initially, that Committee sponsored annually a concurrent series of short courses in specialized areas of traffic safety during the summer session on the campus of a leading college or university.

#### **NATIONAL TRAFFIC TRAINING CENTERS**

Major impetus was given to traffic safety training by the creation in the mid-thirties of the three "national" centers dedicated to leadership training in the three E's of traffic safety: Engineering, established in 1926 at Harvard and since 1938 located at Yale University's Bureau of Highway Traffic; Enforcement, at Northwestern University's Traffic Institute, established in 1936; and Education, established in 1938 at New York University's Center for Safety Education.

The Yale Bureau of Highway Traffic has given a full year's academic training to 271 men. Northwestern University's Traffic Institute has given long-course training to 590 men and short-course training to 1,631. Nearly 500 others have received special short-course training in other areas. The Center for Safety Education at New York University offers 13 credit courses and has provided long-course training for 390. In addition, several thousand have

been registered in short courses.

That these centers are developing professional leadership is reflected in the remarkable career advancement of their graduates. Further, the states and cities where they occupy leadership positions generally have the best accident records.

### REGIONAL AND LOCAL CENTERS

It is most encouraging to note the extent to which colleges and universities generally are increasing the number of courses offered, both for graduate and undergraduate study, in traffic police administration, traffic engineering, teacher preparation, and many other specialized areas of highway transportation.

Among these is the undergraduate training currently provided by the School of Public Administration, University of Southern California, with courses in law enforcement and police administration. Michigan State College at Lansing offers a 4-year graduate course in police administration.

At Iowa State College at Ames, courses are offered in safety and human conservation.

At Purdue University, the University of Michigan and a number of others, undergraduate options in traffic engineering are included.

At the University of Tennessee a new course in motor carrier administration was initiated in 1950.

The University of California offers a correspondence course in traffic engineering comprising 15 lessons.

The Georgia Institute of Technology and the Illinois Institute of Technology give courses in safety engineering leading to a college degree.

Considerable progress is being made in teacher preparation for safety instruction at the various school levels. Last year 391 courses were given in 211 colleges and universities. In addition, 43 seminars on safety subjects were

conducted throughout the country for college professors.

What we face today is a traffic problem comprising 60 million drivers operating 52 million vehicles rolling up nearly half a trillion vehicle miles a year — with all that these astronomical figures suggest in the way of multiplied chances for accidents. Vigorous expansion of current training is critically needed if we are to eliminate even the more flagrant of our traffic inefficiencies and maintain a reasonable measure of control over motor vehicle accidents and congestion.

---

Norman Damon is Vice President of the Automotive Safety Foundation and Consultant, President's Highway Safety Conference. He also served for several years as Chairman of the National Committee for Traffic Training and Chairman of the National Committee for Fleet Supervisors' Training.

---

### THE PROGRESS

"Since 1922, when organized efforts for child safety began, the accident death rate in the 5-14 age group has decreased 45 per cent. Accidents in the 15-19 age group have increased 6 per cent during the same period. Safety education has been much more widely accepted in elementary schools than in secondary." (From *The Fight for Life*, National Safety Council, 1951.)

#### PROGRESS IN HIGH SCHOOL DRIVER EDUCATION

According to the Fourth Annual Driver Education Award Program of the Association of Casualty and Surety Companies, during the academic year 1950-51, the number of high school students receiving instruction in driver education reached 662,000, an 18 per cent increase over the previous year. Nearly 8,000 schools offered this instruction, approximately 38 per cent of the schools of the country.

## **INTERPRETING SAFETY EDUCATION TO THE PUBLIC**

**M. R. Trabue**

School activities in safety education are an important part of the total program that must be carried on in a community in order to reduce to a minimum the rate and severity of accidents. While the school may in some communities provide a rather large share of initiative and leadership in the total safety program, it cannot and should not be expected to carry the entire load. Safety is a problem which every good citizen must face intelligently, and cooperation in safe living is an obligation that cannot properly be disregarded by anyone. In order to face a problem intelligently and to cooperate effectively with others in its practical solution, one must know the facts about it and understand the various activities of other individuals and groups working for its solution. The safety education activities of the school can never reach their maximum effectiveness without being well understood and intelligently reinforced by all the different groups of people in its environment. The school's program of safety education needs to be properly interpreted to the entire population.

Effective interpretation requires a thorough understanding by the interpreter of the past experiences and present attitudes of the individual or group addressed. No one would expect a person who spoke only English and French to be an efficient interpreter to an individual or group who spoke only German. An interpreter must, of course, understand the language or activity which is to be interpreted, as well as the language or activities which are already familiar to those to whom he is trying to interpret it. What one should say or do in order to interpret a school's safety education activities depends largely upon the background experiences of the audience. The background on which one



could build an effective interpretation for a group of employers, for example, would be quite different from the limited background available as a basis for interpreting the same activities to a group of school children. Each person's understanding of an activity can develop only from the partial understanding he already has. An interpreter who is not certain about the background experiences of his audience cannot be sure that he is beginning at the right place or that he is being clearly understood.

### PROCEDURES AND DEVICES FOR INTERPRETATION

The procedures and special devices to be used in interpretation of the school's safety education program should also be chosen in the light of the knowledge, experiences, and interests of the audience addressed. Active personal participation in an activity is in general a more effective way for children to learn about it than mere observation. Direct observation, however, is usually more effective than reading or listening to the reports of other persons. A sound motion picture, if skillfully planned and made, can be even more effective than personal observations in acquiring an intelligent understanding of what is being done and why it is done that way. A printed or written document may be reasonably effective with intelligent adults who have had a wide variety of experiences, but it would be useless with illiterate persons. The effectiveness of any effort to interpret the school's program will vary (1) with the accuracy with which the interpreter judges the background experiences, attitudes, understandings, and abilities of the individuals addressed and (2) with the appropriateness of the devices and procedures chosen for use with these individuals.

The "public" to which the school's program must be interpreted is not a single well-defined, equally-interested, equally-well-informed group of people. No single effort to interpret safety education can be equally effective with all

groups. When a group of persons has been identified as one which should understand the school's program, a careful study should be made to identify those of the group's special interests and characteristics that should affect the character of the school's efforts to interpret its program to that group. The intelligent forethought with which an effort is planned to inform a particular segment of the public will to a large extent determine the effectiveness of the interpretation gained by that segment. The initial appeal to each group should be in terms of its own special interests, purposes, and background understandings. Trying to kill too many birds with one stone is likely to result in little injury to any.

One of the most important groups to which the safety education program must be interpreted is the parents of the children. Perhaps the most effective avenue of interpretation to parents is through their children. Another reason for providing students with a correct interpretation of the school's program is that these students themselves will in a few years be members of various segments of the public. Although an individual may not as a student be able to see clearly all of the implications of safety education which will appeal to him later when he is a parent, a taxpayer, an employer, or a law enforcement officer, the interpretation he acquires as a student will form the basis of the interpretation he will have later as a member of certain segments of the public.

### EDUCATING FOR SAFE LIVING

Perhaps the most important concept to be developed in the student is that education for safe living is primarily preparation for longer, more satisfying lives for all citizens. At no other time in his life is the average individual as easily led to feel the importance of cooperative planning for the welfare of the entire community as during his adolescent years. At no other time in life is he likely to have

a keener interest in using all his physical and mental powers in varied activities that make life interesting and enjoyable. At no later time in life is he likely to feel greater sympathy for those who have lost through accidents some of their capacities to enjoy life. Youth is the psychological time for strengthening an individual's determination to cooperate with his fellow citizens in making life more interesting and satisfying for all and for building in an individual the skills and habits required in such cooperation. To secure these outcomes the school must provide the student with many satisfying experiences in cooperative thinking, planning, and working for the safety of everyone in the community.

In later years as a parent, the individual's interest in safety education is likely to be strongly motivated by his personal concern for the safety of his children. If he gained an adequate interpretation of the school's program while still a student, however, this personal concern for his own children's safety is not so likely to blot out his concern for the welfare of all citizens. An adult who has acquired through experience a clear understanding of the full purpose of safety education will be ready and able to cooperate intelligently not only with the school's program, but with the programs of civic clubs, community groups, employers, highway officials, and law enforcement officers.

Although the most effective basis for interpreting the school's program to the public is a satisfying personal experience as a student participant in such a program, there are communities in which few adults have had that type of experience. In such communities those in charge of the school's program should try in every way possible to bring representatives of all influential adult groups into active contact with the program. The more adult groups brought into advisory and sponsoring committees for various safety education activities, the greater the number of opportunities for informing the public and gaining greater support for the total safety program.

**SPECIAL INTEREST MUST BE CONSIDERED**

As was indicated above, however, the special interests and backgrounds of each segment of the public should be kept in mind when planning an interpretation for that segment. Distortion of the total plan and purpose of the program is neither necessary nor desirable, but the initial approach and appeal should vary in terms of the special interests of the group addressed. Although they may all be brought ultimately to a reasonably common interpretation of the school's safety education program, it will probably require somewhat different attention-getting devices to successfully attract and enlist factory workers, farmers, housewives, employers, college professors, policemen, firemen, and physicians. Different segments of the public are composed of human beings and have much in common, but the "baits" to which their interests and attention respond vigorously tend to vary with their past experiences and current responsibilities.

When active interest in the school's program has once been aroused in a group, participation in and observation of the program itself will be effective devices for interpreting the program as a whole and for bringing to its support the different segments of the public. No device or interpretative procedure should be overlooked or neglected in the school's efforts to interpret safety education, but each should be used in the situation and in the manner in which it can be most effective.

---

Dr. M. R. Trabue is Dean of the School of Education, Pennsylvania State College, and Chairman of the National Commission on Safety Education of the National Education Association.

## RECOMMENDATIONS FOR TEACHER EDUCATION INSTITUTIONS

The following has been abstracted from the report on Teacher Education which developed out of the first National Conference on Safety Education by Colleges and Universities.<sup>1</sup> An exploratory conference, its recommendations have many implications for college administrators and instructors interested in ways and means by which their programs might make a more effective contribution to the total safety endeavor. Those recommendations which relate to the professional preparation of teachers and supervisors of safety education in the elementary and secondary school are particularly pertinent at this time. In spite of tremendous progress made during the past several years, our educational facilities, on the whole, appear to be most inadequate in this respect — a serious matter in the face of an ever-increasing demand.

### *Summary of Present Status*

During the 1950 academic year — the latest for which accurate figures are available — safety education, in one form or another, was offered by only slightly more than half of the 335 educational institutions in the United States engaged in preparing teachers. Of the 294 courses listed, close to one-half were in driver education, slightly fewer in some phase of general safety education, and 10 in athletics and recreation. Additional short-course offerings included 75 driver education institutes and 12 seminars for college instructors.

### *Summary of Recommendations*

#### **A. GENERAL RECOMMENDATIONS**

1. A general, *required*, undergraduate course in safety education for teachers specializing on the elementary-school level



2. A general *elective* course in safety education and an elective course in driver education, for secondary school teachers
3. Courses dealing with safety and first aid for teachers of physical education and recreation
4. The possible inclusion of safety courses in certain specialized fields such as industrial arts, home economics and agricultural education
5. The development of year-round programs of safety-education course offerings
6. The development, as required, of special courses to serve the interests and needs of various community groups

#### **B. TYPES OF COURSES IN GENERAL SAFETY EDUCATION**

1. *Principles and Practices* — presented as an introductory course, covering the basic concepts and psychological principles of safety education and accident prevention
2. *Materials and Methods* — presented in connection with either driver education, school shop safety, or safety in physical education, covering subject-matter and techniques of presentation appropriate at various grade levels
3. *Administration and Supervision* — presented as either an undergraduate or graduate course and dealing with such special problems as accident reporting, liability and problems of evaluation
4. *Research and Special Problems* — presented as a graduate course for the development and conduct of special projects and investigations

#### **C. SPECIAL RECOMMENDATIONS**

1. The continuance of institutes, conferences, workshops and short courses in safety education and driver education for administrators and teachers
2. An increase in research activities on the part of

both institutions of higher learning and other public and private agencies; and in the preparation of materials for publication

3. The development of more well-integrated programs of safety education on the college level. Important factors in accomplishing this are the definite allocating of responsibility for the development of the program and the utilization of a campus-wide safety education committee.

---

<sup>1</sup>Held in Cincinnati, Ohio, in November, 1950, under the auspices of the National Commission on Safety Education of the National Education Association.

---

### ACCIDENTS VERSUS DISEASES

"In the school-age period of 10-14, deaths from accidents are 3.9 times as frequent as deaths from heart diseases; 6.5 times deaths from cancer; 8.9 times deaths from pneumonia; 9.5 times deaths from tuberculosis." (From *Accident Facts*, National Safety Council, 1951.)

### THE SAFETY RECORD OF DISABLED VERSUS NORMAL WORKERS

"The accident frequency rate of disabled subjects was 27.8 per cent lower than that of normal workers, while the accident severity for the disabled was somewhat higher than for normals." (From Tobias Wagner in *Selective Job Placement*, National Conservation Bureau, 1946.)

### TODAY IS NO TIME FOR ACCIDENTS

"No, today is no time for accidents! That time has gone by; that time was in the remote past when an accident was only one more event in an uncontrolled environment. Today we are living in a planned world, a world in which powerful forces are at work under control. We cannot let such a world get out of control without running the danger of incurring a catastrophe with far-reaching effects." (From Albert W. Whitney in *Education for Safe Living*, Prentice-Hall, Inc., 1949.)

## APPRAISING SAFETY PROGRAMS IN THE COMMUNITY

**Herbert J. Stack**

Several important advantages accrue from evaluating community safety programs. The community may compare its program with those of other communities and thereby become aware of its own progress and the progress of others. It can estimate its standing.

Appraisal also has a diagnostic function: Weak spots of the safety program become apparent, opening the way to improvement. It is not always easy even for the most objective supervisor or administrator, to be fully aware of deficiencies.

These functions are important; we recognize the need for improvement and intelligent understanding. But too often the evaluation is regarded as a panacea; if it can be made to show improvement, little or no changes occur in the safety program. The budget remains the same, the staffs are pleased, the general feeling of a job well done fills the air; the community government can be proud of its work.

What is the fallacy here? An appraisal too often reveals what we want it to reveal. No one really tampers with the results, but no one really probes too deeply, either. And future action is often predicated upon the results of the evaluation.

In addition, resources available to the community are not always put to use. The methodologies of surveys often are inadequate as a result. Experts in the field, statisticians, thoroughgoing procedures too often are overlooked, and not always are all the dimensions of a safety program examined. It is the intent of this article to present an outline useful for an appraisal of the community safety program, based upon the experiences of many communities.

**THE METHOD OF ANALYSIS**

Here we attempt to examine the more outstanding features of the safety program. Included is the school program, for the community and its schools are hardly separable entities. Two general areas, then, are employed in this phase of the appraisal: The School and The Community.

**The School**

This area may be approached from two perspectives: (1) quantity of the safety program and (2) quality of the safety program.

By quantity of the school safety program we mean such things as:

- a. Hours of safety instruction
- b. Number of youngsters receiving it
- c. Safety measures taken in and about the schools, e.g., safety patrols
- d. Number of PTA meetings on safety
- e. Number of safety films, posters, and other materials in and about the schools
- f. Number of grades receiving safety instruction
- g. Are the proper attitudes being instilled in the pupils?

Obviously, the most feasible means of gaining this type of information is a survey or inspection tour conducted by several responsible people, not just one person.

By quality of the school safety program we mean such things as:

- a. The effectiveness of the safety instruction. Is learning taking place? Is the teaching method up to date?

- b. Are follow-up provisions made for violators of safety rules? Student courts in operation?
- c. Is there evidence that the school safety program is reflected in the homes of the pupils? In their recreational activities?
- d. How does the school program compare with existing national standards such as those set up at the Jackson's Mill Conference of 1949, the National Safety Council's checklists for pupil transportation, school shop safety, etc.?
- e. Are standardized tests in safety being used? Here caution must be exercised, for admittedly some of these tests are none too valid. Many, however, are being revised and soon will be available. When they are, it will be possible to compare the students of one community with those of another on the basis of their test results. When these tests are improved, such comparisons will become quantitative ones rather than qualitative ones.

### **The Community**

Here again, both qualitative and quantitative means of evaluation are available:

- a. Surveys of community facilities and their protective functions
- b. Public safety conduct, attitudes
- c. Pedestrian habits
- d. Bicycling habits
- e. Quality of enforcement
- f. Public's awareness of and participation in the safety program
- g. Publicity program of the community. Are radio spots, TV shows, posters utilized as media for safety education? Is there good coverage in the community press?



More concrete indices also can be employed, such as:

- a. Community's rate of violations
- b. Number of safety awards available compared to
- c. Number of safety awards received by the community.

These and other methods of analysis can prove valuable to the community. Such analysis, however, does not provide the total picture. The *effect* of all of these factors unfortunately cannot be assessed in full. In many cases, these effects are attitudinal and therefore intangible. Being intangible, they are not readily accessible to community appraisal. Techniques for tapping this area are being perfected and soon will be available for community-school use.

#### ACCIDENT TRENDS

These are the acid test of any safety program. Unfortunately, standardized methods of accident-reporting are not yet nationally uniform. Consequently, great care must be exercised in the calculation of accident rates. And too, great care must be exercised in selecting the *proper statistics*. The number of fatalities per annum, for example, is not an index of the safety program. If a community suffers 6 fatalities one year, 5 the next, and 4 the next, this does not necessarily indicate that the safety program is improving. This can be shown by two examples:

If the above-mentioned community has a population of, say 8,000, a decrease of one fatality per annum is not significant, statistically. A reduction this small probably is due to chance; even a rise to 15 fatalities might be due to chance. This can be determined only when other factors are taken into account by an experienced statistician.

If this above-mentioned community has a population of but 500, a reduction of fatalities such as mentioned again might not be significant. In this example and the above example such things as industrial composition, rural and urban setting, age level, income level, exposure must be

taken into account. And further, even if they *are*, and this fatality-reduction *is* found to be significant statistically, this alone is not an index of the value and effectiveness of the safety program in the community. The number of accidents may have increased, the accident-reporting system may be weak and inadequate so that accidents are unreported, or the mixture of accidents may have varied sharply.

Consequently, accident-reporting must be uniform from one community to another in order that comparisons may be made. Second, proper statistical procedures must be used—preferably the *accident-rates*. Third, the community should keep separate files on trained and untrained drivers, so that accident rates for each may be compared, and so that effectiveness of the training program may be compared to the programs in other communities. Fourth, the accident trend, mentioned earlier as inadequate by itself, is useful in conjunction with all other variables as one facet of the total accident picture.

### CONCLUSIONS

Potentially a large undertaking, an appraisal should be kept within the practical limitations of time, personnel, and community resources. But whether large or small, the study should encompass the two phases of analysis and insightful statistical procedures. Administrators, supervisors, teachers, enforcement agencies, and safety personnel engaged in various segments of the community safety program should add to those methods mentioned any methods which from their own experience have proven valuable. Of utmost importance is recognizing that improvement is predicated upon sound appraisal, and that publishing appraisals will aid others in improving their own studies.

---

Dr. Herbert J. Stack is Director of the Center for Safety Education, Division of General Education, New York University, and is a member of the Board of Directors of the National Safety Council.

## NATIONAL SAFETY CONFERENCES

The problem of safety has been so closely associated with the conservation of manpower and the reduction of property losses that it has been found necessary to call several important national conferences. This was especially true during World War II. The losses from accidents were so serious that they became a threat to our national economy. The following list includes for the most part conferences called by the President; it does not include the annual conferences of the National Safety Council, nor those of other official and private associations interested in safety. In a majority of cases the proceedings of these conferences are available.

- 1946 President's Highway Safety Conference
- 1947 Follow-up Conference
- 1947 President's Conference on Fire Prevention
- 1948 President's Conference on Industrial Safety
- 1948 National Conference on School Bus Transportation
- 1948 National Conference on High School Driver Education
- 1949 President's Highway Safety Conference
- 1950 Follow-up Conference
- 1951 National Conference on Safety Education for Colleges

Safety education had an important place in all of these conferences. In several cases, as in the conferences on Highway Safety, Industrial Safety, and Fire Prevention, four or five committees on various phases of education submitted reports, digests of which were published by the Conferences.

## NATIONAL SAFETY AWARDS AND CONTESTS

Little is known about the value of national awards and contests. There is a feeling that they serve to stimulate communities and agencies to greater action. At the same time they also serve as methods of informing the public and getting public support for safety activities. The following are a few of the better known awards:

### **Alfred P. Sloan Radio Award**

To radio networks and stations for outstanding contributions. Administered by the National Safety Council.

### **Annual Aviation Safety Awards**

To airlines for the achievement of outstanding safety records. Administered by the National Safety Council.

### **Harriman Awards**

To railroads having the best records. Administered by the American Museum of Safety.

### **National Fire Prevention Awards**

To cities for fire prevention programs. Administered by the National Fire Protection Association.

### **National Fire Waste Council Awards**

To cities for outstanding work in fire prevention.

### **National High School Driver Education Award**

To states for driver education in high schools. Administered by the Association of Casualty and Surety Companies.

### **National Pedestrian Protection Contest**

To states and cities for the best pedestrian protection program. Administered by the American Automobile Association.

### **National Traffic Safety Contest**

Two annual contests, the first for states, the second for cities in various populations groups. Administered by the National Safety Council.

## SELECTED PUBLICATIONS, 1946-1951

### SCHOOL SAFETY

- American Association for Health, Physical Education, and Recreation; National Association of Secondary-School Principals; National Commission on Safety Education. *The High School Principal and Safety*. Washington, D. C.: National Education Association, 1948. Pp. 31.
- Cottrell, H. Louise. *Safety Education in the Elementary School*. New York: New York University Center for Safety Education, 1947. Pp. 47.
- Department of Rural Education; National Commission on Safety Education. *Safety Education in Rural Schools*. Washington, D. C.: National Education Association, 1948. Pp. 36.
- Joint Committee of the National Association of Secondary School Principals; National Commission on Safety Education. *The Physical Educator and Safety*. Washington, D. C.: National Education Association, 1948. Pp. 48.
- National Education Association. *Pupil Patrols in Elementary and Secondary Schools*. (Research Bulletin No. 1, Vol. XXVII). Washington, D. C.: The Association, 1950. Pp. 43.
- *Who Is Liable for Pupil Injuries?* Washington, D. C.: The Association, 1950. Pp. 32.
- National Safety Council. *Foundation for Safe Living*. Chicago: The Council, 1948. Pp. 82.
- *Safety Education in the Secondary School*. Chicago: The Council, 1949. Pp. 55.
- *Standard Rules for Operation of School Safety Patrols*. Chicago: The Council, 1948. Pp. 12.
- *Student Accident Reporting*. (Memo No. 3). Chicago: The Council, 1948. Pp. 8.
- Seaton, Don Cash. *Safety in Sports*. New York: Prentice-Hall, Inc., 1948. Pp. 415.
- Stack, Herbert., Seaton, Don Cash, and Hyde, Florence S. *Safety in the World of Today*. Chicago: Beckley-Cardy Company, 1948. Pp. 372.
- Stack, Herbert J., Siebrecht, Elmer B., and Elkow, J. Duke. *Education for Safe Living*. (Revised Edition). New York: Prentice-Hall, Inc., 1949. Pp. xi + 446.



**TRAFFIC SAFETY AND DRIVER EDUCATION**

- American Automobile Association. *Sportsmanlike Driving*. (Second Edition). Washington, D. C.: The Association, 1948. Pp. 473.
- Association of Casualty and Surety Companies. *Man and the Motor Car*. (Revised Edition). New York: The Association, 1949. Pp. 318.
- *Administrator's Manual, Driver Education and Training*. New York: The Association, 1949. Pp. 24.
- *Driver Education Teacher's Manual for Classroom Instruction*. New York: The Association, 1950. Pp. 52.
- *Driver Education Teacher's Manual for Practice Driving Instruction*. New York: The Association, 1951. Pp. 88.
- *Manual for Constructing and Using Driver Testing Devices*. New York: The Association, 1949. Pp. 22.
- The Eno Foundation for Highway Traffic Control. *The Motor-Vehicle Driver: His Nature and Improvement*. Saugatuck, Conn.: The Foundation, 1949. Pp. viii + 1656.
- Kramer, Milton D. *Deft Driving*. Dearborn, Mich.: Ford Motor Company, 1950. Pp. 44.
- National Commission on Safety Education. *Let's Teach Driving*. Washington, D. C.: National Education Association, 1947. Pp. 135.
- National Conference on High-School Driver Education. *High-School Driver Education Policies and Recommendations*. Washington, D. C.: National Commission on Safety Education, 1950. Pp. 78.
- Stack, Herbert J. *Improving the Attitudes of Younger Drivers*. New York: New York University Center for Safety Education, 1948. Pp. 18.

**INDUSTRIAL AND SHOP SAFETY**

- Heinrich, H. William. *Industrial Accident Prevention*. (Third Edition). New York: McGraw-Hill Book Company, Inc., 1950. Pp. xiii + 470.
- National Safety Council. *Safety Education in the School Shop*. (Revised Edition). Chicago: The Council, 1948. Pp. 68.
- New York City Board of Education. *School Shop Safety Manual*. New York: The Board, 1948. Pp. 240.
- U. S. Department of Labor, Division of Labor Standards. *Safety Subjects*. (Bulletin No. 67). Washington, D. C.: Government Printing Office, 1948. Pp. 152

**RESEARCH**

Birnbach, Sidney D. *A Comparative Study of Accident-Repeater and Accident-Free Pupils*. (Ed.D. Document). New York: New York University Center for Safety Education, 1948. Pp. 16.

Center for Safety Education. *25 Years of Research in Safety Education*. New York: New York University Center for Safety Education, 1951. Pp. 76.

The Eno Foundation for Highway Traffic Control. *Personal Characteristics of Traffic-Accident Repeaters*. Saugatuck, Conn.: The Foundation, 1948. Pp. 64.

---

"Teacher training for safety should not end with the accumulation of already assembled knowledge, perfection of skills, and acquisition of attitudes. The research field lies thru an open door. Only the surface has been scratched but the soil is deep. The range is as wide as the subject itself; it touches all life's activities."

"In their efforts to advance the safety movement educators should recognize the need for appraisal and research."

"From *Safety Education*, 18th Yearbook, American Association of School Administrators, 1940.)

---

*DECLINING DEATH RATE FOR CHILDREN  
OF SCHOOL AGE*

In 1920, the death rate from accidents to children in the 5-14 age group was 44.9. In 1950, the rate had been reduced to 22.4, or approximately one-half.

—*Accident Facts*

National Safety Council, 1951

---

*RESEARCH IN SAFETY EDUCATION*

During the period between 1925 and 1951, over fifty research studies on the doctoral or equivalent level have been completed in institutions of higher education in the United States.

—*25 Years of Research in Safety Education*  
Center for Safety Education  
New York University, 1951

